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EMBARCADERO - LOWER MARKET  
REDEVELOPMENT PROJECT AREA E - 1

A Report On  
The Tentative Redevelopment Plan

Redevelopment Agency of the City and County of San Francisco  
in Cooperation with the Department of City Planning. August 1958



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REDEVELOPMENT PROJECT AREA E-1

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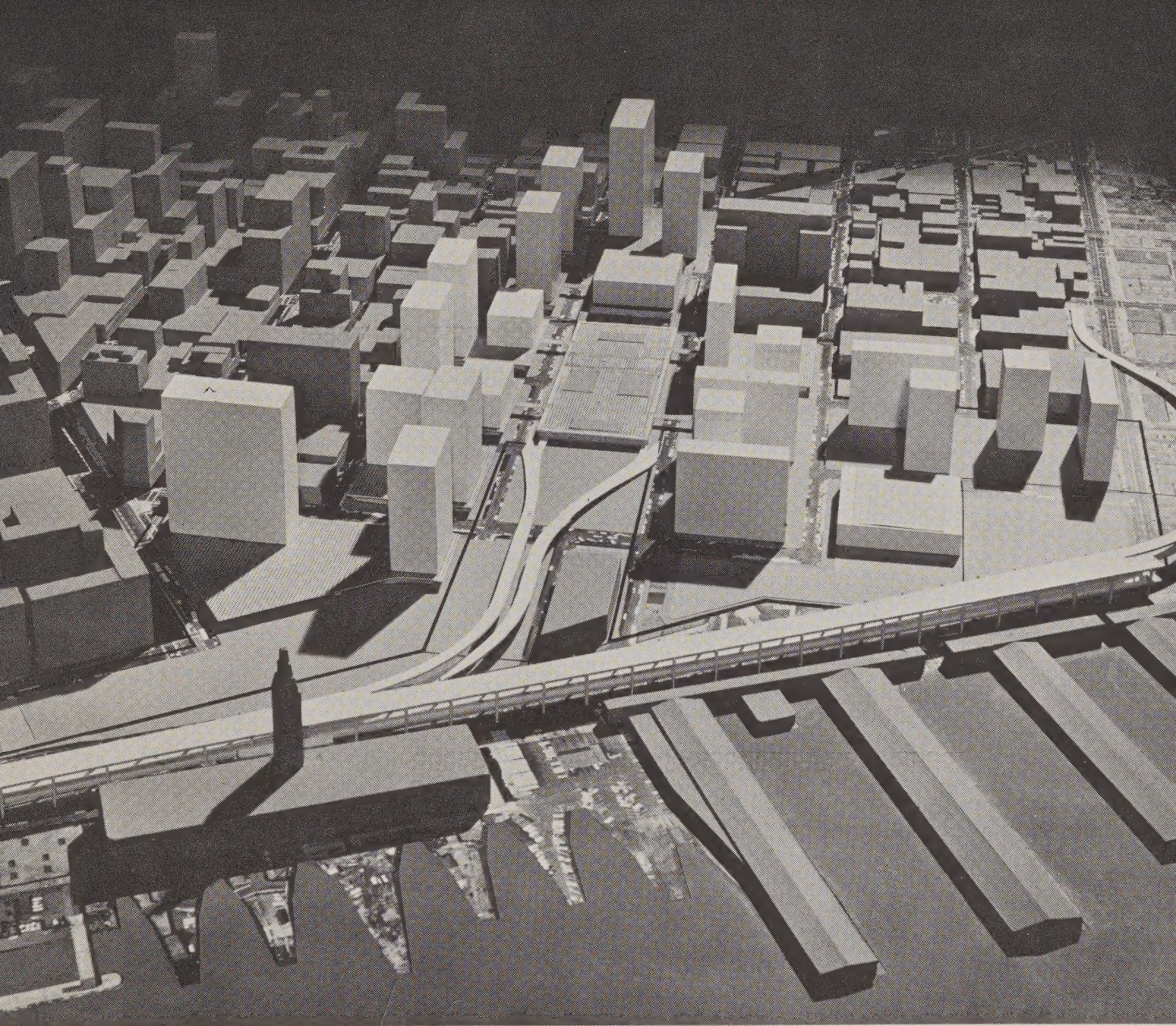
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August 1958









VIEW OF MODEL      Aerial view looking west. The central mall effectively separates the commercial and residential areas.





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## Forward

The purpose of this report is to further explain and describe the proposed Tentative Redevelopment Plan for Project Area E-1 in San Francisco. The proposed land use areas and possible facilities upon them are those which best meet the needs of San Francisco. It offers the opportunity of redeveloping a depressed area in the heart of the city into a fine new urban asset.

The report is the result of a study undertaken jointly by the Redevelopment Agency and the Department of City Planning with the assistance of the architectural firm of Skidmore, Owings & Merrill as consultants. The Redevelopment Agency gratefully acknowledges the cooperation received from the Department of City Planning and the many other City, County, State and Federal departments who have given valuable advice and assistance in the development of the Plan. Many public spirited organizations and individuals have also contributed towards its fulfillment.

The information herein presented is to form the basis for a public hearing to be held by the Redevelopment Agency on August 12, 1958. At the public hearing, the Agency shall provide opportunity for all persons, firms, associations, corporations and any public or private agencies interested to be heard in connection with the redevelopment plans for the Project Area. Following the public hearing the Tentative Plan will be submitted to the City Planning Commission for review and subsequently to the Board of Supervisors for adoption.

The redevelopment of Project Area E-1 is of utmost importance to San Francisco and the Redevelopment Agency will welcome the fullest possible public consideration of and cooperation in the proposals contained herein.

Redevelopment Agency of the  
City and County of San Francisco





# SKIDMORE, OWINGS & MERRILL

*Architects*

*1 Montgomery Street, San Francisco 4, California*

August 4, 1958

Mr. Joseph L. Alioto, Chairman  
Redevelopment Agency of the City and  
County of San Francisco  
512 Golden Gate Avenue  
San Francisco 2, California

Dear Mr. Alioto:

We want to thank you for the opportunity of working with your organization in the preparation of the attached report.

We trust that it will serve its purpose and in the not too distant future we will see the accomplishment of these proposed plans in the form of construction on the site of Area E.

Sincerely yours,

Skidmore, Owings & Merrill

  
Nathaniel A. Owings  
Partner





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A REPORT ON THE TENTATIVE REDEVELOPMENT PLAN





## INTRODUCTION

In accordance with Section 33560 of the California Community Redevelopment Law, this Report on the Tentative Plan for the Embarcadero-Lower Market Redevelopment Project Area E-1, a part of Redevelopment Area E, is presented together with the Tentative Plan and the Preliminary Plan prepared by the Department of City Planning.

Redevelopment Area E was found and determined to be blighted by the Board of Supervisors of the City and County of San Francisco in Resolution Number 15288 adopted February 21, 1955 and approved by the Mayor on March 2, 1955. This action followed Resolution No. 275 adopted by the Redevelopment Agency of the City and County of San Francisco on January 7, 1955, recommending the designation of this area as a redevelopment area. This recommendation was based upon a staff report to the City Planning Commission dated December 14, 1954, entitled "A Report Recommending Designation of Two Redevelopment Areas Under the California Community Redevelopment Act," describing at length the blighted conditions in Area E upon which the preceding actions were taken. The staff report was prepared in compliance with Resolution Number 14803 of the Board of Supervisors, approved September 30, 1954.

The Department of City Planning entered into a contract with the Real Estate Research Corporation to prepare the report entitled "Market Analysis of Redevelopment Area E," dated May 29, 1956 which analysed and projected the market potential in the area. It also contracted with Mr. Lawrence Lackey, Architect, to prepare the report entitled "Redevelopment of Area E, A Report to the San Francisco City Planning Commission" dated June 15, 1956, which demonstrated and explained the elements of the redevelopment process applied to this area. These two documents were to be used as general guides toward the subsequent realization of redevelopment in Area E.

The Housing and Home Finance Agency of the Federal Government made a capital grant reservation of \$5,000,000 for Area E on August 23, 1956.

The Department of City Planning and the Redevelopment Agency jointly commissioned the firm of Skidmore, Owings & Merrill, Architects, as consultants, to prepare the General Development Plan contained in the report entitled "The Golden Gateway, Redevelopment Area E, San Francisco" transmitted May 31, 1957. The General Development Plan proposed a concept of total development for the area. Funds were donated by the Committee of Eleven to accomplish this work.

The Finance Committee of the Board of Supervisors on June 19, 1957 approved the Agency's application for Federal survey and planning funds. It also appropriated funds for a report on the lot-by-lot and building-by-building appraisal survey which was conducted by Baldwin and Howell on



the present fair market property values in Area E and presented to the Redevelopment Agency on January 13, 1958. On February 20, 1958, the Redevelopment Agency was transmitted the report by Dwight L. Merriman, appraiser, on the estimated resale value of land within the Redevelopment Area as it could be sold to developers after assembly and site preparation if developed in accordance with the General Development Plan.

The Western Real Estate Research Corporation prepared a report for the City Planning Commission entitled "1958 Market Re-Analysis of Redevelopment Area E", dated April 29, 1958. This report reviewed and re-established the market potential as of April 29, 1958. These current findings were presented to the Department of City Planning, prior to the preparation of the Preliminary Plan.

The Department of City Planning prepared the Preliminary Redevelopment Plan, Project Area E-1, Redevelopment Area E, which was adopted by the San Francisco City Planning Commission by Resolution Number 4864, on April 10, 1958. This Preliminary Redevelopment Plan designated and established that area which would qualify for Federal grants-in-aid under the Urban Renewal Act, thus establishing the Project Area.

The Redevelopment Agency then entered into contract with the firm of Skidmore, Owings & Merrill, Architects, to prepare and complete the Tentative Plan by July 3, 1958. A report on the Tentative Plan is contained herein.

The Redevelopment Agency presented the required Eligibility and Relocation Report to the Housing and Home Finance Agency of the Federal Government on July 9, 1958.

## BOUNDARY DESCRIPTION OF PROJECT AREA

Project Area E-1, constituting a major portion of Redevelopment Area E comprises approximately 44.61 acres. The area is generally bounded by the Embarcadero on the east, Market and Sacramento Streets on the south, Battery and Front Streets on the west and Broadway on the north. A more detailed boundary description will be found in Part I of the Tentative Plan. The boundary is shown on the maps comprising Part II of the Tentative Plan.

## EXISTING CHARACTER AND CONDITIONS

The Project Area is of irregular shape, bordering on and affecting many principal types of urban areas. It is adjacent to the expanding financial-administrative center of downtown San Francisco along Market Street, Sacramento and Battery Streets. The Embarcadero and harbor lie to the east, highlighted by the historic Ferry Tower. Front Street and Broadway act as separators between the project and light industrial areas on the west and north.





The central core of the Project Area, bounded by Battery, Clay, Drumm, and Jackson Streets, contains most of the present Wholesale Produce Market. Wholesale food establishments throughout the Project Area include fruit, vegetable, groceries, condiments, dairy products, fish, poultry and meats. A high percentage of these are processing as well as wholesaling establishments.

One to three story, non-fireproof structures predominate throughout the area; most of them were built shortly after the fire of 1906. Only one privately-owned, nine story, fireproof building, on the corner of Drumm and Market Streets is of physical significance. The almost complete ground coverage of low buildings in the area indicates an unsound utilization of downtown property adjacent to a prime rental district. Lot sizes are small, averaging 6,600 square feet with about 20 per cent of the parcels less than 35 feet in width. Aside from food industries, the land uses are mixed and include printing establishments, hotels, union halls, restaurants, ship chandlers, import-export firms, garages and parking lots. No public or private open area for recreational purposes exists in the Area. A new fire station is located at the corner of Drumm and Sacramento. The fire station is well located for present and future use.

The vehicular circulation within the area is extremely congested due to narrow streets and the misuse to which these are put. Eighty-one per cent of the produce is brought to the market by trucks, which must use the streets because off-street loading docks are virtually non-existent. Retail grocers taking delivery of produce have a similar parking and loading problem. Much of the unloaded produce must be transferred by hand trucks to the wholesale establishments where the produce is often stored on the sidewalks and in the streets. Sanitation within the area is not modern nor is it possible to control due to the physical layout. The general public does not have the use of the streets in the area at certain times of the day and police and fire services are difficult to maintain.

The cessation of nearly all commuter traffic from the Ferry Building has resulted in changing uses and a high percentage of vacancies along Market Street and the Embarcadero. The areas within the Project Area which surround the Produce Market have had difficulty attracting tenants not connected with the food industry. This is mainly due to the age and type of space available together with the traffic congestion. Consequently, while rents are relatively stable in the Produce Market itself the adjacent blocks are characterized by low rents and high vacancy rates.

The persons living within Project Area E-1 are relatively few in number, scattered and of a transient nature. Only seven families were found living in the area, all of whom could benefit by relocation. The majority of residents are the approximately 600 single persons in rooming houses and hotels, paying a rental of from \$3.50 to \$15.00 a month. The Eligibility and Relocation Report prepared by the Redevelopment Agency indicates that equivalent accommodations approved by the Health Department can be found elsewhere in the City.





"Estimated Data on Firms in Redevelopment Area E" prepared by the Department of City Planning in June, 1957, indicates that there are approximately 94 firms engaged in the wholesale produce and food industries, engaging 1,007 employees; 320 non-produce and industrial firms employing 1,876 and 87 retail establishments employing 389 persons. The total in the Area is approximately 500 firms employing 3,270 persons. Only about 870 office workers are now employed in the area.

During redevelopment the wholesale produce and food industries which occupy the heart of the area would move by groups to new locations suitable for their type of operation. All businesses would be relocated with the help of the Redevelopment Agency to suitable new locations as demolition of existing structures progressed. Those desiring to return to the Area could do so as the commercial structures are built.

It is significant that present tax revenues obtained from within the Project Area, while paying for the services in the area, would be greatly increased by redevelopment.

The conditions of blight presently to be found within the area are cited in the December, 1954, Staff Report, by the Department of City Planning entitled "Wholesale Produce Market Area, South Basin Housing Project Area." With reference to the definitions of blight contained in the California Community Redevelopment Law these conditions are cited in Section III of the Tentative Plan.

## REASONS FOR THE SELECTION OF THE PROJECT AREA

Within the produce market itself, blight has been shown to exist under the California Community Redevelopment Law in Section III of the Tentative Plan. The reason for proposing a boundary encompassing a somewhat larger area than that occupied by the produce market itself is that a redevelopment area may include lands the inclusion of which is found necessary for the effective redevelopment of the area of which they are a part. (Sec. 33004, California Community Redevelopment Law.)

In determining the area boundary, the influence of adjoining areas and facilities, such as the Embarcadero Freeway, the proposed Ferry Park and World Trade Center, and the growth pattern of the Financial District, were taken into account. In addition, the influence of the Produce Market has been found to extend beyond its own confines creating traffic problems on adjoining streets due to the passage of trucks in and out of the area and establishing a pattern of mixed, inconsistent uses in adjoining blocks.

In order to be effective and successful from both planning and financial standpoints a redevelopment area must be of sufficient size as to firmly establish the new uses proposed. Too large a belt of blighted or semi-blighted areas should not be permitted to separate a redevelopment area from adjoining well defined and well established uses.



Nearly all of the non-produce area included within the boundaries of the project area is itself blighted, as defined in the California Community Redevelopment Law and specifically in relation to Sections 33041 (a and b) and 33042 (a and d).

Many of the firms in the area utilize trucks in their operations which add to the congestion created by trucks going to and from the produce area.

The vacancy rate in the non-produce area is higher than in the produce area itself and the rents which this adjoining area can command are significantly lower than those of the produce area.

Office space in this area has appeal to a limited number of tenants whose requirements are met in low structures which do not offer the usual tenant amenities or for whom the location is presently convenient. As warehouse or industrial space, the location, number of floors and lack of adequate loading facilities in the existing buildings is not suited to modern requirements. The commercial structures on Market Street and the Embarcadero have witnessed a deterioration of tenant demand due to the removal of the bulk of the commuter traffic formerly passing through this area.

The Project Area can be redeveloped as a well defined and integrated urban unit only if its boundaries are related to safe and sound neighboring areas with logical separating elements. New modern fireproof structures will be built under the present building codes. It would be impractical to retain any non-fireproof and non-conforming building areas within the Project Area confines.

#### ANALYSIS OF THE PRELIMINARY REDEVELOPMENT PLAN AND CHANGES MADE IN THE TENTATIVE PLAN

The Preliminary Redevelopment Plan prepared by the Department of City Planning was reviewed and analysed in detail. Any changes to the maps were the result of restudy in cooperation with City, County and State agencies having jurisdiction within the area. The Department of City Planning was consulted and advised of these variances as the preparation of the Tentative Plan proceeded. Regular meetings were held with the Coordinator for Urban Renewal of the City to define departmental responsibilities and commitments.

The following changes from the boundary shown on the Preliminary Plan have been made:

1. The boundary has been relocated from the centerline to the side of the right-of-way along Broadway and Jackson and Front Streets and from the north side to the south side of Washington Street. This was done in order to obtain maximum control and economic aid and to conform where possible with the previously established boundaries of Area E.





2. The boundary along the east side of the Project Area has been adjusted in order to conform with the established block boundaries of the 50 Vara Subdivision and to minimize jurisdictional and legislative problems.

The following changes in land use from those of the Preliminary Plan have been made:

1. The area occupied by the new Fire Station at Drumm and Sacramento Streets, plus an eight foot wide access strip on the north side of the Fire Station has been designated as Public Use.
2. The boundary between Commercial and Public uses in Block 233 has been relocated in order to provide an economic building site in the north portion of this block.
3. Davis Street between Jackson Street and Broadway has been retained as a street in order to permit access to future buildings and parking areas and to improve internal circulation within the area.

There are certain changes in areas and standards in Part One of the Tentative Plan from the text of the Preliminary Plan due to the more detailed nature of the Tentative Plan.

## SUGGESTED DEVELOPMENT PLAN

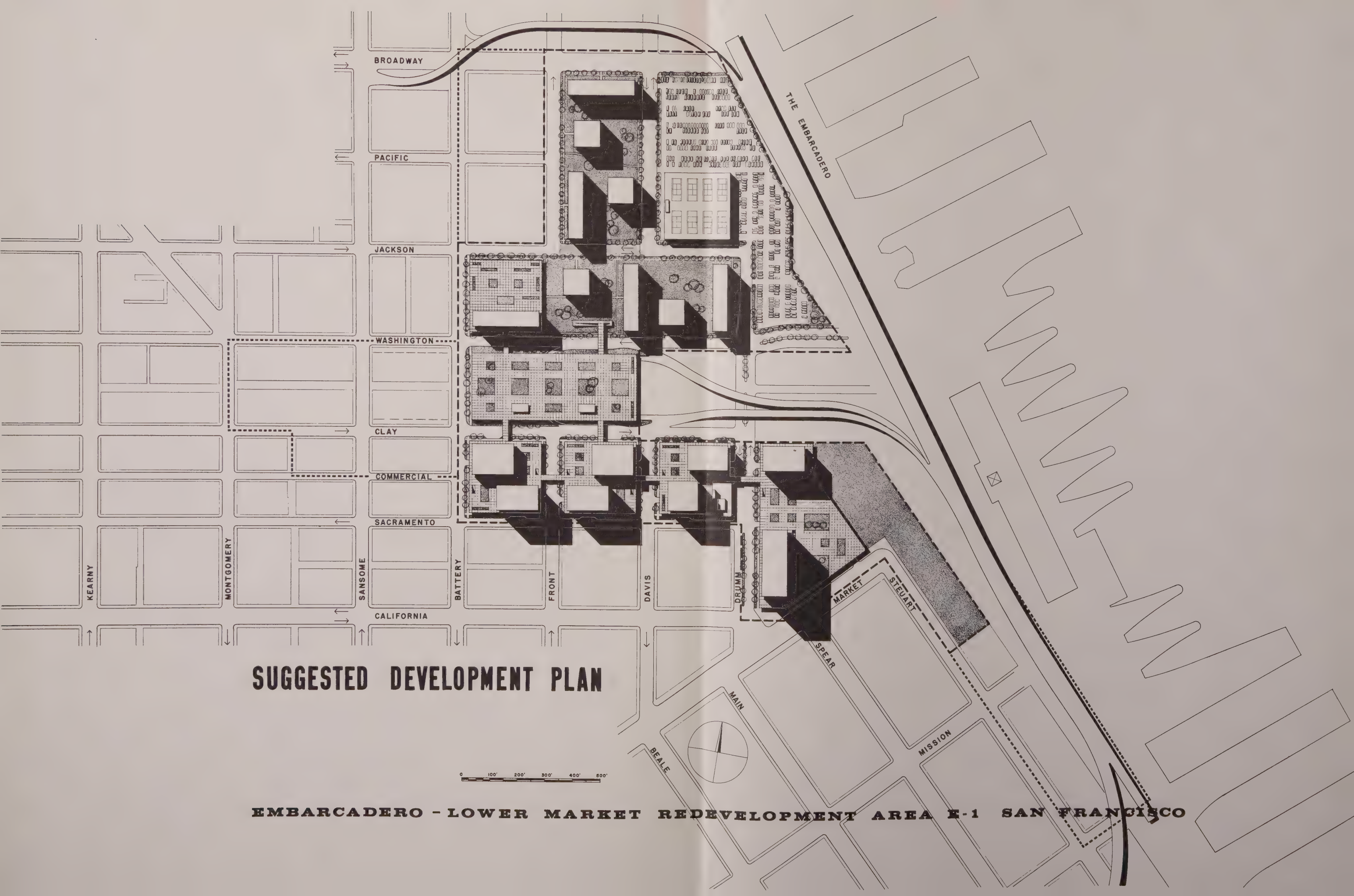
In order to help visualize possible redevelopment a Suggested Development Plan was prepared which graphically illustrates contemporary urban planning concepts. This plan shows a possible arrangement of buildings placed upon the land use areas in the Tentative Redevelopment Plan.

In developing this plan, careful consideration was given to the adjoining areas: the financial-administrative district on the south and west, the Harbor and the Embarcadero Freeway on the east and the light industrial area to the north. Fulfilling the function of downtown San Francisco, areas have been reserved for the dwelling and working population and, by means of a controlled relationship of buildings and open areas, this population is guaranteed ample light, a pleasant environment and magnificent views.

The dominant feature of the Plan is the large open central mall running east-west from the Embarcadero to Battery Street, which effectively separates the residential and commercial areas. The traffic demands within the Project Area and the City beyond present an opportunity to create a principal automotive gateway from the freeway directly into a central downtown district. The platform in the mall between Davis and Battery Streets is the roof of a public parking garage to serve the population in the commercial structures and visitors to the area. The surface will be attractively landscaped with the additional possibility of light framed structures for concessionaires.

The problem of conflicting vehicular and pedestrian circulation has been solved through vertical separation. This has been accomplished through the creation of block-wide platforms, two floors above the street, which are inter-connected by a series of pedestrian bridges. From these platforms rise the principal buildings. The platforms will be landscaped and will serve as an attractive, safe and expedient means of pedestrian circulation between buildings in the Project Area.





**SUGGESTED DEVELOPMENT PLAN**

**EMBARCADERO - LOWER MARKET REDEVELOPMENT AREA E-1 SAN FRANCISCO**





Commercial - The commercial area lies between Clay and Washington Streets from Battery to Drumm Street plus the area bounded by Clay, Drumm, California and Market Streets and the Ferry Park. The present financial district is expanding in this direction and it is anticipated that private interests will be stimulated to develop the relatively small intervening gaps as a result of the realization of this Plan.

The demand for office space in Area E-1 has been established by the Western Real Estate Research Corporation at 250,000 net square feet per year for a five-year period. The Development Plan for Project Area E-1 contemplates approximately 1,335,000 square feet to be placed on the market during a five-year period. The design of the office buildings was predicated on providing a variety of types of space at rentals varying from \$0.40 to \$0.60 per square foot per month. The eight office buildings vary in height from six to twenty-two floors above the two-story platforms. Each office building block is provided with tenant parking, storage, receiving areas and mechanical space within the two-story platform and one floor below grade, thus recognizing the soil conditions inherent in the area.

Parking is provided in the Commercial Area on the basis of one car per one thousand square feet of net office area. In the public parking garage located in the mall an additional one car space per 1000 square feet is provided, thus accomplishing an over-all ratio in the project area of one car space per 500 square feet of net office area.

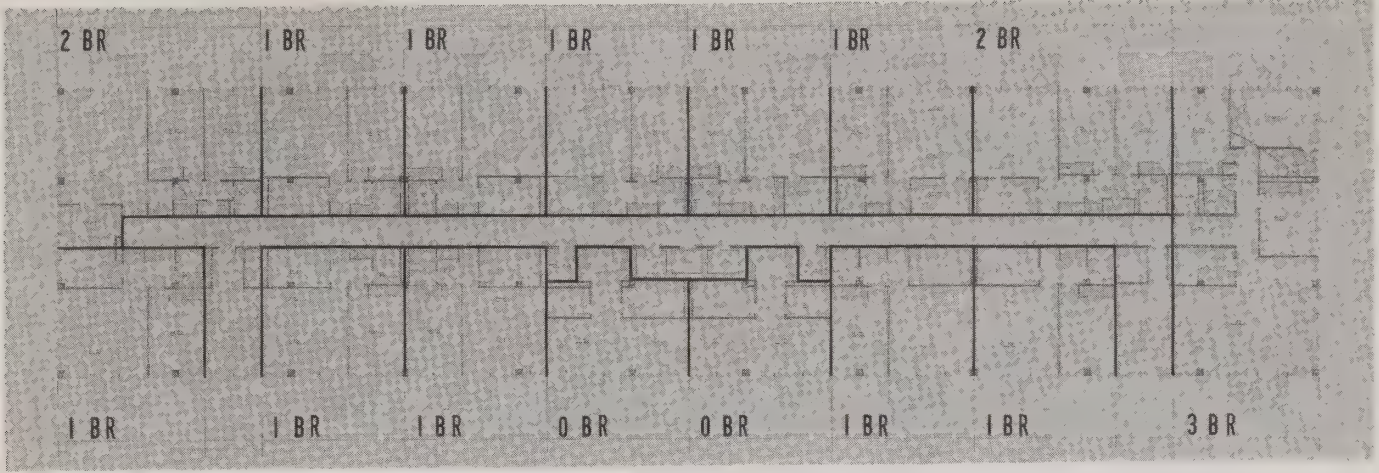
Residential - The area north of the mall has been planned as a residential park in which are located nine tower apartment buildings containing a total of 2178 dwelling units. The composition of the apartments in the buildings has been tailored to the housing market for single persons and working couples to whom the location, adjacent to the financial district, would be attractive. This housing market was reported on by the Western Real Estate Research Corporation in April, 1958. A number of larger apartments are available for persons desiring more accommodations. Since the area, in terms of climate, is very well situated, adequate balconies have been provided along with windows designed to take advantage of the outstanding views.

The apartment buildings shown on the Suggested Development Plan have been designed with the advice and counsel of the Federal Housing Administration with a view to eligibility for maximum FHA mortgage insurance. The buildings have an average FHA room count of 4.6 rooms, and would be eligible for the maximum FHA mortgage insurance of \$2,700 per room.

The following table shows the suggested distribution of apartments and an approximate rent schedule:

	No. of Units	Distri- bution	Mo. Rents	Total Mo. Rent	Total Ann. Rent
Efficiency	170	7.8%	\$130	\$ 22,100	\$ 265,200
Eff. (with balc.)	196	9.0%	\$140	27,440	329,280
1 BR	140	6.4%	\$155	21,700	260,400
1 BR (with balc.)	1,036	47.6%	\$165	170,940	2,051,280
2 BR (1-1/2 B)	10	.4%	\$190	1,900	22,800
2 BR (1-1/2 B & balc.)	516	23.7%	\$210	108,360	1,300,320
3 BR (2B, 2 balc.)	110	5.1%	\$270	29,700	356,300
	2,178	100.0%		\$382,140	\$4,585,680

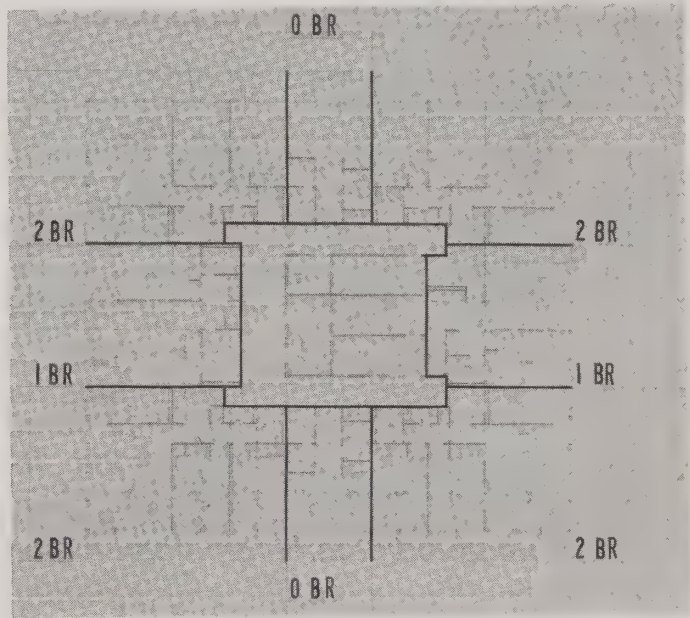




TYPE OF UNIT	NUMBER OF UNITS	FHA ROOM COUNT	NUMBER OF UNITS	RENTAL ROOM COUNT
EFFICIENCY	170 x 3	510	366 x 2-1/2	915
EFF. (WITH BALC.)	196 x 3-1/2	686		
1 BR	140 x 4	560	1,176 x 3-1/2	4,116
1 BR (WITH BALC.)	1,036 x 4-1/2	4,662		
2 BR (1+1/2 B)	10 x 5	50	526 x 4-1/2	2,367
2 BR (1+1/2 B & BALC.)	516 x 5-1/2	2,838		
3 BR (2 B, 2 BALC.)	110 x 6-1/2	715	110 x 6	660
	2,178	10,021		8,058

RESIDENTIAL DEVELOPMENT - 9 BLDGS.

TYPE OF UNIT	NUMBER OF UNITS	DISTRIBUTION	AVERAGE MONTHLY RENTS
EFFICIENCY	170	366	\$ 130
EFF. (WITH BALC.)	196		140
1 BR	140	1,176	155
1 BR (WITH BALC.)	1,036		165
2 BR (1-1/2 B)	10	526	190
2 BR (1-1/2 B & BALC.)	516		210
3 BR (2 B, 2 BALC.)	110	110	270
	2,178	100.0%	



**APARTMENT BUILDING PLANS** The apartment buildings have been designed with the advice and counsel of the Federal Housing Administration with a view to eligibility for maximum FHA mortgage insurance. As shown on the plans a variety of apartment types ranging from efficiency to three bedroom units are provided. There will be approximately 2,178 apartments contained in nine buildings which are set in a park like area. Provision has been made for community facilities such as recreational areas, convenient shopping and adequate parking. The buildings shown will be high-rise fire proof structures containing apartments with window walls, balconies and rooms of generous size which will create a high standard of urban living.





One car space per apartment unit has been provided in accordance with San Francisco's off-street parking ordinance. Approximately 300 cars are parked in the two-story platform at Washington, Jackson and Battery Streets and 1200 in the separate garage structure. The remainder of the cars are parked in open paved areas which serve as a buffer between the apartment towers and the activity along the Embarcadero. In all, parking is provided for 2,178 cars.

A small neighborhood shopping center, comprising about 25,000 square feet has also been located in the two-floor platform at Washington, Jackson, and Battery Streets. This would provide space for such businesses as a market, drug store, cleaners, shoe repair and other convenience shopping facilities.

The open areas between buildings are envisioned for active and passive recreational use, which will more than fulfill the open area requirements of the Federal Housing Agency standards. The high-rise apartments represent a desirable offering to the rental market in terms of price, convenience and climatic advantages.

Semi-Public - The area bounded by Clay, Washington and Battery Streets contains a three-floor public parking garage which is a dominant and useful feature of the central mall and is designed to integrate with the basic platform concept of the Project Area.

The report of the Public Works Department to the Parking Authority dated January, 1958, substantiates the feasibility of this structure as a Parking Authority venture. With a capacity of 1300 cars, this garage would provide space for the excess parking demand generated by the Commercial Area over and above the garage space provided under the buildings themselves.

The garage has been located and planned so that it can draw incoming vehicles directly from the freeway ramps and provide direct access to the ramps for outgoing vehicles, thus minimizing congestion in the streets in the area.

Public - The Ferry Park, comprising some 3.4 acres within the Project Boundaries, will provide an attractive visual termination of Market Street, emphasizing the Ferry Building Tower, an historical focal point and traditional symbol of the City. Features of the park development will include a plaza and suitable landscaping which would provide a gracious park development for this part of the City. The Park is designed for the enjoyment of those living and working in the Project Area as well as the City's other citizens and visitors.

The large platform serving the commercial structures in Blocks 233 and 234 is intended as an adjunct to the park, adding to its spaciousness.

Also included in public use is the new Fire Station at Drumm and Sacramento Streets.



## STANDARDS AND REQUIREMENTS

This section governs the physical development of land uses in the Project Area. Study and research in building volumes was undertaken to determine maximum desirable sizes on a block-by-block basis. The soil conditions, in relation to the heights of buildings, was one of the economic factors studied. A physical relationship between the parking and services in the platform bases and the office buildings above was studied to assure an economic and suitable solution. It is partly because of the soil conditions and high water table that the platform design was created, as well as the fact that it is generally less costly to build up than build down in this location.

The size and bulk of buildings suitable to the Project were related to existing market demands. The largest building shown on the Suggested Development Plan at Market and Drumm is larger than the Russ Building on Montgomery Street. Other buildings shown are comparable to recently planned headquarter buildings in San Francisco, such as the Crown Zellerbach, John Hancock and Bethlehem Steel buildings.

Financial estimates were made based on capital and operating costs and net returns for various building types to prove the economic feasibility from the standpoint of the private developer. These estimates utilized the reuse appraisal land costs which presumed redevelopment similar to that of the Suggested Development Plan.

The Suggested Development Plan is only one of many design possibilities which would fit within the governing standards and criteria, and demonstrates a total inter-related concept. With the standards set forth, there are many combinations and sizes of buildings possible which would produce an interesting and practical development.

### Land Uses

Within the Project Area the following land uses are permitted in the acreage specified and as shown on the Land Use Map, Part Two-A of the Tentative Redevelopment Plan:

	<u>Net Acres</u>	<u>Percent</u>
Residential	16.31	51.1
Commercial	8.60	27.0
Public	3.62	11.3
Semi-Public	3.37	10.6
Net Total	<u>31.90</u>	<u>100.0</u>
Streets	12.71	
Gross Total	<u>44.61</u>	

The residential area includes building and garage sites, parking and integral landscaped areas. The commercial area comprises the building sites including platform structures. The public area consists of the Ferry Park and the Fire Station. The semi-public area is the building site for the Public Garage.





Should either the Public Garage or the Ferry Park, which are deemed to be limited special uses, not prove to be feasible at a later date, the recommended alternate land use would be commercial.

### Density

	Height Limitation	Floor Area Ratio	Density
Residential	22 Floors	4 to 1	140 Dwelling Units/Acre
Commercial	25 "	10 to 1	--
Semi-Public	2 "	2 to 1	--

The area contained in the two-story bases in the commercial and semi-public areas is included in the height limitation and floor area ratio. The floor area ratio indicates the amount of gross area of building in terms of the area of the building site, which may be built above ground level. Thus a site of 10,000 square feet having a floor area ratio of 10 to 1, allows a building of 100,000 gross square feet to be built above grade.

### Parking

The following off-street parking must be provided either collectively or individually by the private developers:

Commercial:	One car space per 1000 net square feet of office space.
Residential:	One car space per dwelling unit.

No parking space shall be further than 600 feet from the apartment building for which it is provided.

The garage in the semi-public area provides a number of car spaces approximately equivalent to the number in the commercial area, thus achieving an over-all ratio of one car space per 500 net square feet of office space. Adequate parking space in commercial areas stabilize and protect rental rates and occupancies.

### Loading

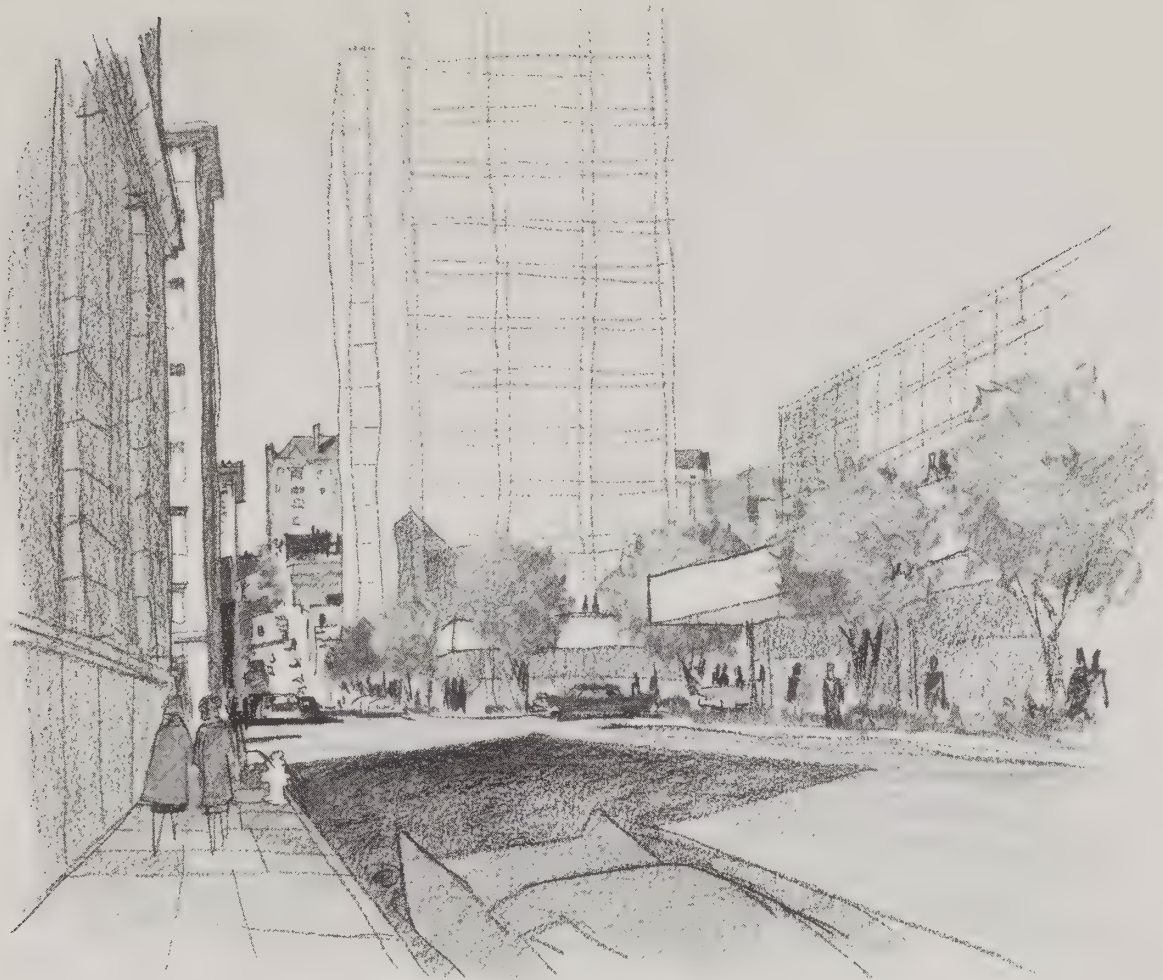
In the commercial area each office building shall be provided with one off-street loading berth at least 12 feet wide by 33 feet long by 14 feet high, the entrance to which is at least 50 feet from any point of intersection of street lines.

### Setbacks and Coverage

Following are recommended requirements for setbacks and coverage:

Residential - Blocks 167, 168, 169, 170, 171, 172 and 198, 199, 200 and 201: No structures will be permitted on any utility easements as shown on the Street Map, Part Two-B of the Tentative





View Looking West on Sacramento at Davis



View Looking West on Washington at Battery





Plan. Maximum building coverage above the 2nd floor shall be 20 per cent of the net land area including easements. Where coverage up to the second floor above grade exceeds 20 per cent, no apartment units will be permitted below the 3rd floor above grade. At least 20 per cent of the net land area including easements shall be landscaped and said landscaped areas shall be adjacent to the apartment structures. The minimum distance between buildings and widths of courts between building units shall be 50 feet.

Semi-Public - Blocks 204 and 205: No structures shall exceed two floors in height. The required building setback on Battery Street shall be 10 feet and on Davis Street 7.5 feet.

Commercial - Blocks 230, 231 and 232: A two-story structure shall be built covering the entire site except for a strip of land 7.5 feet wide on all street frontages which shall be paved for pedestrian circulation. Above the required two-story structures all buildings shall be set back at least 10.0 feet from the outside of the required two-story structure. Except for the required two-story structure, no structure may be built within 10 feet on either side of the centerline of Commercial Street extended eastwardly.

Commercial - Blocks 233 and 234: A two-story structure shall be erected covering the entire site except that it must be set back 7.5 feet from the property line on Drumm Street and along the northerly property line and it need not extend easterly beyond a line 222.75 feet easterly from and parallel to the easterly line of Drumm Street.

Above the required two-story structure, all buildings shall be set back at least 10 feet from the outside of the required two-story structure. Except for the required two-story structure, no structure shall be built within 25 feet of the centerline of Sacramento Street extended easterly, nor within 10 feet of the centerline of Commercial Street extended easterly.

The setbacks and coverages set forth above were derived from a study of the vehicular, economic and environmental requirements of the area, as well as a conscientious recognition of the need to preserve the vistas provided by existing thoroughfares and the need for adequate landscaping of the proposed streets.

## STREETS

With the cooperation of the State Division of Highways and the City Department of Public Works, a plan for the widening, realignment and closing of existing streets within the area has been developed. It is felt that this plan, Part II-B of the Tentative Plan, will best serve the requirements of the internal circulation in the downtown area, access to and within the Project Area, and access to and from the Embarcadero Freeway.



A major concept of this plan consists of the two ramps leading from the Embarcadero Freeway to Washington Street which is to be widened, and from Clay Street, also to be widened. Specifically, the off-ramp joins Washington Street at Davis Street and Washington Street will be widened to a right of way of 66 feet 7-1/2 inches from Davis to Sansome, the required land to be taken on the south side. This provides for three west-bound moving lanes of 12 feet each, 10 foot planting strips on either side, and a ten foot slow traffic lane leading to and from the public garage, the latter to be built by the developer of the garage. Clay Street, which is to be one way eastbound will be widened in like manner leading to the on-ramp at Davis Street. In this case, the required land will be taken on the north side. Developers of the commercial blocks will be required to provide a passenger loading zone in the 10 foot planting strip at each principal entrance to a building. Davis Street will be closed between Clay and Washington Streets.

The above scheme accomplishes two objectives, namely: direct access from the Freeway to and from the public garage; and convenient and rapid movement between the Freeway and two principal through one-way north-south streets, Sansome and Battery Streets respectively.

Battery Street between Clay and Washington Streets is to be widened by 7-1/2 feet on the east side in order to provide four 12 foot moving lanes, one 8 foot parking lane and two 10 foot sidewalks.

Drumm Street is to be widened on the east side between Sacramento and Washington Streets and Washington Street is to be widened on the north side between Drumm Street and the Embarcadero. Both of these streets will have a new over-all right-of-way of 94 feet to include four 12 foot moving lanes, two 8 foot parking lanes, two ten foot sidewalk and planting strips and a ten foot center dividing strip.

Within the Commercial area a 10 foot sidewalk and planting strip has been included in the street right of way. This, coupled with the 7-1/2 foot building setback, provides a total width of 17-1/2 feet. It is intended that the sidewalk shall extend 10 feet from the building with the remaining 7-1/2 feet devoted to planting.

In the residential area Drumm Street is to be widened on the east side and Jackson Street on the north side between Drumm and Front Streets, both to an over-all right-of-way of 60 feet. The right-of-way will include two 12 foot moving lanes, two 8 foot parking lanes, two 4 foot curb planting strips and two 6 foot sidewalks. In the case of Davis Street, with its 68-3/4 foot right-of-way, the planting strips would be 8-3/8 feet wide.

Utility easements will be retained by the City on certain of the closed streets as shown on the Streets Map.

## UTILITIES

Utilizing the General Development Plan as a basis for estimating, a Utility Requirement Demands Map was prepared and submitted to the Redevel-





opment Agency for distribution through the Contingency Agreements Committee made up of the City departments concerned. With this map as a basis, each department prepared estimates of the costs of construction, relocation and demolition of the various streets and utilities which would be necessitated by the redevelopment of Project Area E-1.

The Department of Public Works has also determined that on the basis of the Utility Requirement Demands Map, it will not be necessary to provide utility easements on any of the small alleys such as Clark, Oregon, Merchant or Commercial Streets, nor on Sacramento Street east of Drumm Street.

The estimates of cost are summarized as follows:

A. Area E-1

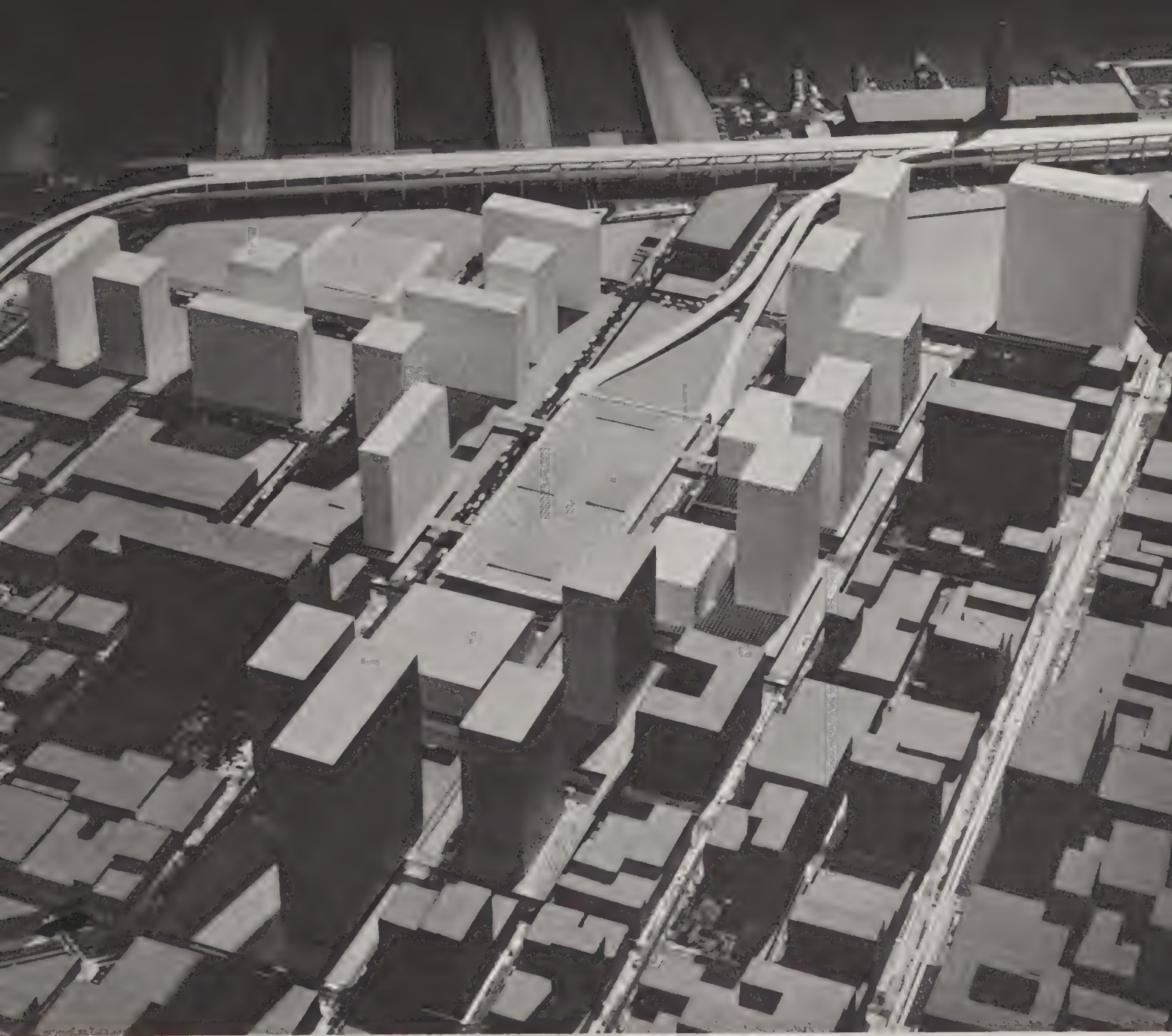
*Street Work (Street widening and construction of pavements, curbs and sidewalks)	\$ 495,000
Sewer Work (Including pump station relocation)	560,000
Electrical Work - Street lighting	165,000
Traffic signals	40,000
Low Pressure Water System	63,000
Fire and Police Alarm System	25,000
High Pressure Water System (Including low pressure hydrants)	130,000
Pedestrian Bridges	104,000
Estimated Cost, Area E-1	<u>\$1,582,000</u>

B. Other Areas, Incidental to Area E-1

*Street Work - Clay and Washington east of Davis and Drumm from Clay to Washington.	112,000
Area E, west of Battery to Sansome.	170,000
Sewer Work - Area E, west of Battery	140,000
Electrical Work - Clay and Washington east of Davis, and Drumm from Clay to Washington.	
Street Lighting	15,000
Traffic Signals	20,000
Area E, west of Battery.	
Street Lighting	25,000
Traffic Signals	20,000
High Pressure Water System - Clay and Washington east of Davis, and Drumm from Clay to Washington	30,000
Area E, west of Battery	25,000
Estimated Cost, Other Areas	<u>\$ 557,000</u>
TOTAL COST	<u>\$2,139,000</u>

\*The estimated cost of street work does not include the cost of land or land condemnation.





VIEW OF MODEL      An aerial view based on the suggested Development Plan shows a possible development based on the land use areas of the Tentative Redevelopment Plan.





## PRELIMINARY FINANCIAL ANALYSIS

A complete financial analysis has been prepared on the basis of the Suggested Development Plan for Project Area E-1, incorporating the land acquisition appraisals prepared by Baldwin & Howell, the re-use appraisals prepared by E. S. Merriman & Sons, and the demolition and local public agency costs estimated by the Redevelopment Agency. These analyses were prepared from the standpoint of both public financing and the private investor. It was found that the cost to be borne by Federal grants-in-aid would be \$5,933,700 and the costs to the City would exceed \$2,966,800. It was again determined that the profits potential, averaging between seven and nine per cent, would be attractive to private investors.

A summary of the estimate of public financing is as follows:

Project Expenditures	\$18,614,900
Non-Cash Grants-in-aid	<u>2,966,800</u>
Gross Project Cost	\$21,581,700
Return from Sale of Land	<u>12,681,200</u>
Net Project Cost	\$ 8,900,500
Federal Grant	\$ 6,933,700
City Contributions	\$ 2,966,800

### Project Expenditures

Land Acquisition Costs	\$15,814,800
Demolition, Relocation and Agency Operating Costs	<u>2,800,000</u>
Total	\$18,614,900

With the Suggested Development Plan as a basis, and assuming a tax rate of \$7.90 on an assessed value equal to one-third of the cost to the developer for land and buildings, it was estimated that the net annual tax gain to the City would be approximately \$2,200,000. At the present time it is estimated that the Project Area would generate a tax return of \$400,000 based on a tax rate of \$7.90.

## OWNER PARTICIPATION

The California Community Redevelopment Law requires that in every redevelopment provision be made for participation in the redevelopment on the part of the owner or owners of the properties if the owners agree to conform to the Redevelopment Plan. The Tentative Plan, as a basis for the final plan indicates that this could be done on a block-by-block basis in the residential and commercial areas. This means that the present



property owners in a given block could combine their properties and agree to develop the block in the land use permitted in conformity with the Final Redevelopment Plan.

The above would appear difficult to accomplish in the case of the public garage inasmuch as the diverse ownership in two blocks would have to join together as an entity in order to build the garage.

Property owners who wish to participate in the redevelopment in the above manner would enter into agreements with the Redevelopment Agency after the adoption of the Final Redevelopment Plan by the Board of Supervisors in the manner set forth in Sections 33745 and 33746 of the California Community Redevelopment Law.

Property owners in the Area also have the opportunity to purchase other blocks in the Area in the same manner as any other private developer.

#### BUILDINGS TO REMAIN

The only structure designated to remain in conformity with the Tentative Plan is the new City Fire Station at Drumm and Sacramento Streets. Inasmuch as there is only one large fireproof building in the Project Area the retention of which would preclude the planned development of the most important commercial building site, it is intended to except no buildings in acquiring and clearing the area for redevelopment.

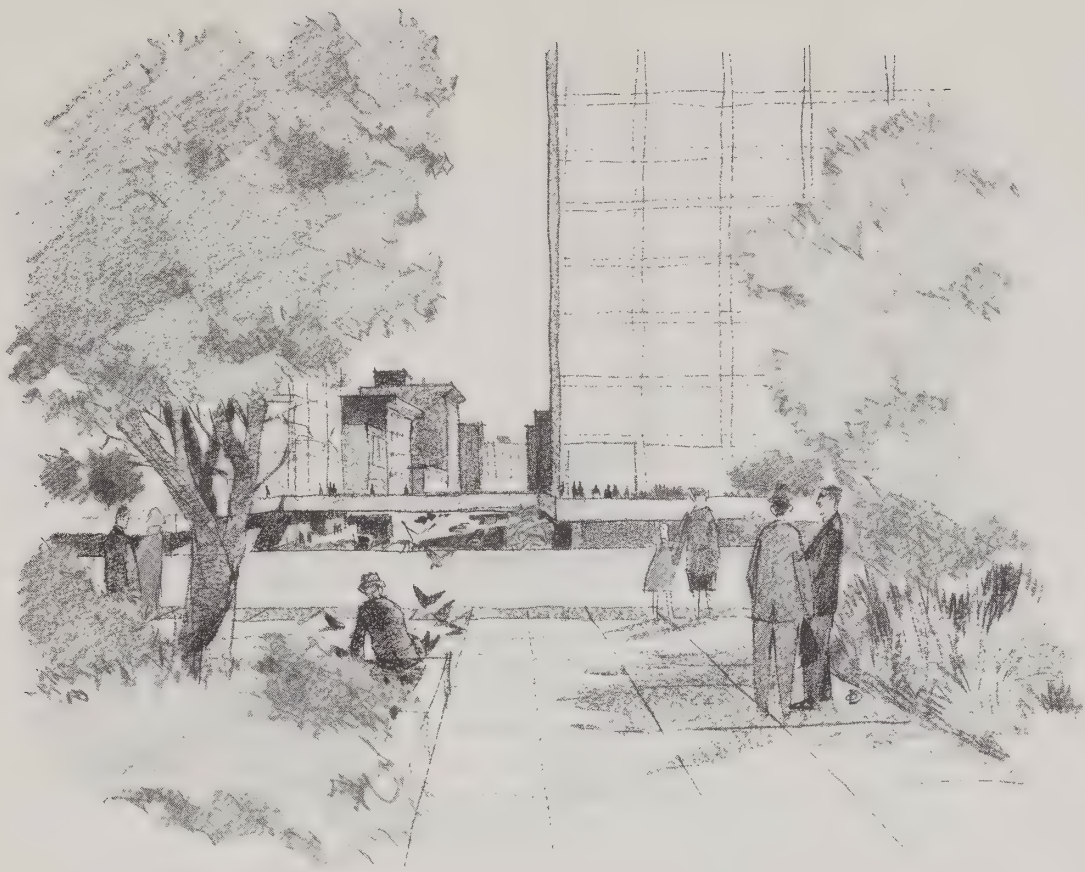
It is recognized, however, that there are a limited number of small fireproof buildings located within the Project Area. However, it is believed that it would not be economically feasible for these ownerships to acquire the necessary additional land to satisfy the parking requirements of the proposed redevelopment. Also, it would be virtually impossible to incorporate these structures into any adequate redevelopment plan with its necessary street widening and setback requirements. The retention of these structures would also greatly hamper the future orderly and economical development of the blocks in which they are located.

It is also recognized that there are no provisions in the present redevelopment laws to cover losses which may occur due to uncertainties during the planning stages. This is, of course, an unfortunate aspect of the redevelopment process. However, owners and tenants will be reimbursed for moving costs up to \$2,500. It should be emphasized that the Redevelopment Agency is required, by law, to pay fair market values for all properties acquired.

Insofar as location may be important to owners of existing buildings, it is hoped that after redevelopment is accomplished, a future location in the project would prove convenient for them.







View Looking South on Front at Clay



View Looking East on Commercial at Sansome



## METHOD OF REDEVELOPMENT

An outline of the method of redevelopment proposed for Project Area E-1 is contained in Section VIII of the Tentative Plan.

Before submitting the Tentative Plan to the Board of Supervisors for approval and adoption, the Redevelopment Agency will hold a public hearing on it. The purpose of the hearing will be to allow all interested parties to be heard and to protest or endorse the plan. It will also provide an opportunity for the submission of alternative plans for developing the area or a portion of it which will be considered and reported on by the Agency and the Planning Commission within 30 days.

After the Board of Supervisors adopts the Tentative Plan, the Agency will prepare a final Redevelopment Plan for submission to the Board of Supervisors. After hearing all testimony for or against the Final Plan, the Board of Supervisors may adopt the Plan.

After adoption, it will be the Agency's obligation to execute the Plan. Having the power of eminent domain, the Agency will acquire all necessary properties at their fair market value. Every effort will be made to secure all properties through negotiation, resorting to the use of eminent domain only when all other available methods of property acquisition have failed.

Demolition and site clearing will be carried out by the Agency.

The re-sale of the lands to private developers will be conducted by the Agency either by means of competitive bids or negotiation. In either case, the goal will be to obtain the highest price possible and the conditions of each sale will be made public prior to consummation of the sale. Each sale will be conditional upon an agreement requiring the private developer to develop his property in accordance with the plan and in accordance with all covenants and conditions which are a part of the Plan. These covenants and conditions will run with the land for a period of 30 years. Any breach of the covenants and conditions will cause the title to revert to the Agency.

## CONCLUSION

The redevelopment proposed in the Tentative Plan for Project Area E-1 will accomplish the purposes of the California Community Redevelopment Law by: eliminating the present conditions of blight; providing adequate utilities, streets and open spaces; correcting the present, obstructive land ownership pattern; and redeveloping the Project Area so that it will be an economic and social asset to the City and County of San Francisco, producing tax revenues commensurate to the cost of services rendered to it.

This plan for redevelopment will become a reality only if it generates and maintains the enthusiasm and active support of the governmental agencies involved, interested citizen groups and the people of San Francisco.





THE TENTATIVE PLAN  
for the  
Embarcadero - Lower Market  
Redevelopment Project E-1  
San Francisco California

Redevelopment Agency of The City and County of San Francisco  
in Cooperation with the Department of City Planning

Skidmore, Owings & Merrill - Consultants  
July 3, 1958



## PART I

### TENTATIVE PLAN FOR

THE EMBARCADERO - LOWER MARKET REDEVELOPMENT PROJECT AREA E-1

IN THE CITY AND COUNTY OF SAN FRANCISCO, CALIFORNIA

#### I. INTRODUCTION

The Tentative Plan pertains to a portion of Redevelopment Area E located in the City and County of San Francisco, sometimes known as the "Golden Gateway". This Plan, which deals specifically with the Embarcadero - Lower Market Redevelopment Project Area E-1, is accurately described in the following section entitled Boundary Description, and complies with and is pursuant to the requirements and objectives of the California Redevelopment Law.

The Tentative Plan is based upon the "Preliminary Redevelopment Plan, Project Area E-1, Redevelopment Area E", adopted by the San Francisco City Planning Commission through the instrument of Resolution Number 4864 on April 10, 1958. It consists of Part One, this text and Part Two, the two maps attached to and identified as Part Two A - Land Use Map and Part Two B - Streets Map.

#### II. BOUNDARY DESCRIPTION

##### A. Description

The project area comprises approximately 44.61 acres generally bordered by the Embarcadero on the east, Market and Sacramento Streets on the south, Battery Street on the west and Broadway on the north. The boundaries are indicated on the attached Land Use Map and may be more precisely defined as the land in the City and County of San Francisco bounded by the following line:

Beginning at the point of intersection of the westerly line of Front Street





and the northerly line of Broadway and running thence easterly along the northerly line of Broadway to the point of intersection of the northerly line of Broadway and the northeasterly boundary of Block 139, thence southeasterly along the northeasterly boundaries of Blocks 168, 169, 170; thence southerly along the easterly boundary of Block 170 and said boundary extended to the point of intersection of said boundary extended with the northeasterly boundary of Block 202; thence southeasterly along the northeasterly boundary of Block 202 and said boundary extended to the southerly line of Washington Street; thence westerly along the southerly line of Washington Street to the westerly line of Davis Street; thence southerly along the westerly line of Davis Street to the southerly line of Clay Street; thence easterly along the southerly line of Clay Street to the northeasterly boundary of Block 233; thence southeasterly along the southeasterly boundaries of Blocks 233 and 3714 to a line parallel with and one hundred eighty-three feet, four inches at a right angle northwesterly from the northwesterly line of Mission Street; thence southwesterly along the last mentioned line to the point of intersection with the centerline of Steuart Street; thence at a right angle northwesterly along the centerline of Steuart Street to a point on the centerline of Market Street; thence southwesterly along the centerline of Market Street to its point of intersection with the centerline of California Street extended; thence westerly along the centerline of California Street extended and the centerline of California Street to the centerline of Drumm Street; thence northerly along the centerline of Drumm Street to the centerline of Sacramento Street; thence westerly along the centerline of Sacramento Street to the centerline of Battery Street; thence northerly along the centerline of Battery Street to the northerly line of Jackson Street; thence easterly along the northerly line of Jackson Street to the westerly line of Front



Street; thence northerly along the westerly line of Front Street to the northerly line of Broadway and the point of beginning:

Including all of Assessor's Blocks 167, 168, 169, 170, 171, 172, 198, 199, 200, 201, 204, 205, 230, 231, 232, 233, 234, and a portion of Assessor's Block 3714 as shown on the Assessor's Map of the City and County of San Francisco.

All blocks and street right-of-way lines referred to herein are as described in the 50 Vara Subdivision, and as shown on the Assessor's Map of the City and County of San Francisco.

B. Analysis of Variations Between the Preliminary Plan and the Tentative Plan

The Tentative Plan is based upon the Preliminary Redevelopment Plan Project Area E-1, which it follows in principle with varying detail. The Tentative Plan incorporates certain changes from the Preliminary Plan which are indicated on the Land Use Map. These are as follows:

1. The boundary lines have been relocated from the center of the right-of-way to the side of right-of-way, as shown, along Jackson Street, Front Street and Broadway. The boundary has been relocated further west along the Embarcadero between Broadway and Pacific. The boundary along the entire east side has been relocated to conform with the Harbor Board Jurisdiction Line from Pacific Avenue south to Washington Street and from Clay to the southernmost boundary. The Boundary line has been moved from the north side of right-of-way to the south side of right-of-way along Washington Street. The other boundaries conform with the Preliminary Plan.
2. The new San Francisco Fire Department facility on the northwest corner of Drumm and Sacramento Streets has been taken out of



commercial land use, as shown on the Preliminary Plan, and changed to public land use, as the facility has been properly located within the area.

3. The commercial land use shown in Block 233 has been slightly increased to effectuate an economic building site.
4. Davis Street between Jackson and Broadway, which is known as residential land use on the Preliminary Plan, has been reopened on the Tentative Plan as a project street. This will permit access to the buildings and parking facilities adjacent to it, and improve internal circulation within the area.

There are certain changes in areas and standards in Part One of this text, which differ from the text of the Preliminary Plan due to the more detailed definition of the Tentative Plan.

### III. EXISTING CONDITIONS

Detailed evidence of blighted conditions in the project area is contained in the December 14, 1954 report to the San Francisco City Planning Commission titled, "Wholesale Produce Market Area, South Basin Housing Project Area." Although some provisions for improved sanitation, and other improvements, have been made by owners since the writing of the report, the conditions of blight described are still essentially the same.

These conditions can be characterized by phrases taken directly from the California Community Redevelopment Law.

1. Generally, the buildings in the produce market are of defective design and character of physical construction (California Community Redevelopment Law, Section 33041 (a)). Modern markets recently





built in other cities consist of steel frame concrete structures, primarily one-story, with long loading and display platforms in front and truck and rail facilities at the rear.

The wholesale buildings in the produce area, built for the most part shortly after the 1906 fire, are of diverse construction and design and have inadequate loading facilities and truck access. Purchases must be transported by hand truck to retailers' trucks located wherever parking spaces happen to be available. The buildings for the most part are one- to three-story, non-fireproof structures.

2. Congestion results from inadequate streets and open spaces and faulty exterior spacing (Sec. 33042 (2)). Modern market functions require vehicular maneuvering spaces from 120 to 140 feet between wholesale building groups. The streets directly serving the present produce market vary from 29'-2-1/4" to 46'-3/4" in their pavement widths. Practically no parking is available on the streets in the market and peripheral area and, the congestion in them presents a deterrent to fire department operations and general vehicular movement in the area. The congestion is caused not only by trucks maneuvering in the produce market itself, but also by trucks serving food processing and other industries elsewhere in the project area.
3. Inadequate provision for sanitation (Sec. 33041 (d)) is evident in the lack of storage and loading space, resulting in the storage of produce on the sidewalks and in the streets, where it is exposed to an unsanitary environment. Livestock for processing is often found adjacent to fruit and vegetable storage. A proper wash-down and sanitary policing of the area is virtually impossible due to mixed uses and



physical layout of the area.

4. Changes in food consumption habits, a more than doubling in city population and replacement of animal-drawn vehicles by trucks have occurred since the development of the produce market and the remainder of the project area so that obsolescence and growing lack of proper utilization (Sec. 33044 (2)) Sec. 33041 (e)) is now generally characteristic.
5. In contrast to the expanding financial-administrative district, which neighbors the project area and is one of the City's chief assets, the project area is typified by numerous vacancies and, excepting in the produce market itself, by low rents. Tax receipts inadequate for cost of public services rendered (Sec. 33043) are a further measure of economic dislocation.
6. Mixed character of uses (Sec. 33041 (e)) exists in the project area. An only partial list includes: food processing industries, restaurants, produce wholesalers, sub-standard rooming houses, law offices, bars and light industry.
7. The average lot size within the project area is 6,600 square feet, with one-fifth of the lots less than 35 feet wide. Lots of inadequate size for proper usefulness and development (Sec. 33042 (b)) and diverse ownership discourage adjustment to the current needs of processing and wholesaling establishments.

#### IV. REALIZATION OF OBJECTIVES OF THE CALIFORNIA COMMUNITY REDEVELOPMENT LAW

The redevelopment proposed in this Plan will accomplish the purposes of the California Community Redevelopment Law by: eliminating the present conditions





of blight; providing adequate utilities, streets and open spaces; correcting the present, obstructive land ownership pattern; and, redeveloping the project area so that it will be an economic and social asset to the City and County of San Francisco, producing tax revenues commensurate to the cost of services rendered to it.

#### V. CONFORMITY TO SAN FRANCISCO MASTER PLAN

The Tentative Plan conforms with the objectives, principles and standards of the San Francisco Master Plan. The planning proposals carry out the objectives of the Master Plan as evidenced by the underlined quotations from the Master Plan:

1. The system of trafficways should be so designed that the several types of facility composing it -- freeways, major thoroughfares, and secondary thoroughfares -- are located between or skirting, rather than cutting through, residential communities and neighborhoods.

The separation of interrupting through-traffic from movement within the area, for reasons of safety and convenience, has been recognized in the Plan by the development of a platform level for pedestrian circulation. Access from one land use area to another, can be accomplished on foot without disturbance from vehicular traffic, which flows freely on the street level below. The Plan provides a street pattern which will properly serve the land use elements in function and volume.

2. Adequate provision for the expeditious, convenient, and safe movement of vehicular traffic . . . between all neighborhoods, community areas, and working areas of the City and the gateways leading into and out of the City.

Where an island of congestion discouraging to general traffic now exists, the Plan envisions a new freedom of traffic through the project and related areas of the City, along the existing grid pattern uninterrupted by loading activities or heavy pedestrian movement. This ease of flow and accessibility has



been augmented by changes in the existing one-way streets, to better coordinate them with the general traffic pattern, and some widening of street rights-of-way. Clay and Washington Streets will lead directly to and from the Embarcadero Freeway, respectively, offering immediate access to intra-city and inter-city circulation. Proposed garage locations and entry and exit points can be so designed that a minimum of vehicular movement on the streets will be necessary to utilize public parking facilities.

3. Improvement of the City as a place for commerce and industry by making it more efficient, orderly, and satisfactory for the production, exchange, and distribution of goods and services, with adequate space for each type of economic activity and improved facilities for the loading and movement of goods.

Where an area of inefficient mixed uses supplying little tax revenue and requiring inequitable public services now exists, the Plan proposes needed commercial expansion space adjacent to existing commercial development of the highest quality. New and expanding related activities will be located in what will actually be an extension of the present financial-administrative district, in an environment of openness, proximity and easy movement. Off-street loading facilities are provided which will not conflict with street traffic.

4. Improvement of the City as a place for living, by aiding in making it more healthful, safe, pleasant, and satisfying with housing representing good standards for all families and by providing adequate open spaces and appropriate community facilities.

The Plan proposes 16.31 net acres of new residential development, nearby but effectively separated from the central business district, combining urban amenities with open space, greenery and freedom of pedestrian movement. The residential development will have self-contained convenient shopping, recreation areas, parking and inter-related open space between buildings to enable maximum advantage of light, view and air. The standards which will ensure



this contemporary type of development are set forth in the following section. The existing grid pattern of streets has been modified by street closures to control traffic within the area and to recapture valuable land for residential use. The residential area would have access to the commercial area to the south by pedestrian connections over the parking plaza.

5. Protection, preservation and enhancement of the economic, social, cultural and aesthetic values that establish the desirable quality and unique character of the City.

Within the framework of the Tentative Plan, an imaginative and highly desirable redevelopment is possible aesthetically and economically. The proposed land uses are properly placed in relation to each other and the City as a whole. Buildings may be located to conform with the established grid pattern of the City, which will assure views and vistas throughout the project. Parks, plazas and landscaped areas will enhance the development and the City will gain a very desirable feature in the Ferry Park at the foot of Market Street. The proximity of the Bay to the east and the hills to the west may be realized in the high-rise buildings which are envisioned here. The economic analysis bears out that the area is profitable to develop, both for the City and private investors.

## VI. STANDARDS AND REQUIREMENTS

The standards and requirements for the proposed redevelopment are:

A. Land uses permitted

The land uses permitted within the project area are: Residential, Commercial, Public and Semi-Public.

The Tentative Plan provides these land uses in the following acreages and percentages:





	<u>Net Acres</u>	<u>Percent</u>
Residential	16.31	51.1
Commercial	8.60	27.0
Public	3.62	11.3
Semi-Public	3.37	10.6
	<u>31.90</u>	<u>100.0</u>

B. Density in residential area

140 dwelling units per acre.

C. Building intensities

	<u>Story Height Limitation</u>	<u>Floor Area Ratio</u>
Residential Buildings	22	4 to 1
Office Buildings	25	10 to 1
Semi-Public	2	2 to 1

Note: The two-story garage and service base under the office buildings are included in the story height limitation and floor area ratio.

D. Parking requirements

For residential use: 1 space/dwelling unit  
For commercial use: 1 space/1000 sq. ft. of net office space.

E. Off-street loading requirements

1 truck loading facility per building.

## VII. BUILDINGS TO REMAIN

The only parcel within the project area which will remain in its present use and form, but in conformity with this Plan, is that land presently utilized by the new San Francisco Fire Department facility located on the northwest corner of Drumm and Sacramento Streets.

## VIII. METHOD OF REDEVELOPMENT

A. Acquisition of Land



The Redevelopment Agency of the City and County of San Francisco, hereinafter referred to as the Agency, is responsible for implementing the redevelopment proposed in this Plan and may acquire or cause to be acquired the real property necessary for redevelopment and the improvements on that real property within the described project area by the means set forth in the California Community Redevelopment Law, and will pay fair market value for all such properties acquired.

B. Site Preparation

The Agency will clear, demolish or remove, or cause to be removed, all structures from the acquired land, excepting the San Francisco Fire Department facility previously mentioned. The Agency will make or cause to be made, alterations or improvements to streets, sidewalks, curbs, utilities (public), and grade and fill as appropriate.

C. Disposal of Land

The Agency will sell, lease or exchange acquired real property at its fair value. Conditions, covenants, restrictions and easements assuring realization of the Redevelopment Plan will run with the land.

D. Redevelopment

The responsibility for the new development will belong to the entities entering into terms of agreement with the Agency.

E. Relocation

The Agency will assist persons now living in the project area to relocate in decent dwellings at rents, and in proximity to places of employment, as nearly comparable as is possible to those occupied at the time of displacement. The Agency will also assist businesses to relocate in establishments suitable to their needs and location.





## IX. FINANCIAL SUMMARY

A. Proposed Approximate Rent Ranges in Residential Redevelopment

The Tentative Plan provides standards which allow high-rise apartment structures to be built in the project area. Due to the location and urban environment of the housing, it is anticipated that the greater demand will be in small apartments suitable for single and couple occupancy. Larger apartments are also available for persons desiring more accommodations.

The monthly rentals for the types of apartments anticipated are as follows:

Type	No. of Units	Distribu- tion	Mo. Rents	Total Mo. Rent	Total Ann. Rent
Efficiency	170	7.8%	\$130	\$ 22,100	\$ 265,200
Eff. (with balc.)	196	9.0%	140	27,440	329,280
1 BR	140	6.4%	155	21,700	260,400
1 BR (with balc.)	1,036	47.6%	165	170,940	2,051,280
2 BR (1-1/2 B)	10	.4%	190	1,900	22,800
2 BR (1-1/2 B & balc.)	516	23.7%	210	108,360	1,300,320
3 BR (2 B, 2 Balc.)	110	5.1%	270	29,700	356,400
	2,178	100.0%		\$382,140	\$4,585,680

B. Estimate of Public Financing

Project Expenditures	\$ 18,614,900
Non-Cash Grants-in-aid	<u>2,966,800</u>
Gross Project Cost	\$ 21,581,700
Return from Sale of Land	<u>12,681,200</u>
Net Project Cost	\$ 8,900,500
Federal Grant	\$ 5,933,700
City Contributions	\$ 2,966,800



## Project Expenditures

Land Acquisition Costs	\$	15,814,900
Demolition, Relocation and Agency Operating Costs		<u>2,800,000</u>
Total	\$	18,614,900

Estimated Cost of Site Improvements  
and Supporting Facilities, Portions  
of Which May be Accredited to Non-Cash  
Grants-in-aid

Street Work	\$	495,000
Sewer Work		560,000
Electrical Work		
Street Lighting		165,000
Traffic Signals		40,000
Low Pressure Water System		63,000
Fire and Police Alarm System		25,000
High Pressure Water System		130,000
Pedestrian Bridges		<u>104,000</u>
Total	\$	1,582,000

NOTE: The cost of street work does not include the  
cost of necessary land condemnation.





TENTATIVE REDEVELOPMENT PLAN PROJECT AREA E-1

- RESIDENTIAL
- SEMI-PUBLIC
- COMMERCIAL
- PUBLIC

REDEVELOPMENT AREA E  
PROJECT AREA E-1

LAND USE MAP

THIS MAP IS PART TWO-A  
OF THE TENTATIVE PLAN;  
PART TWO-B IS THE STREETS  
MAP, PART ONE IS THE TEXT.

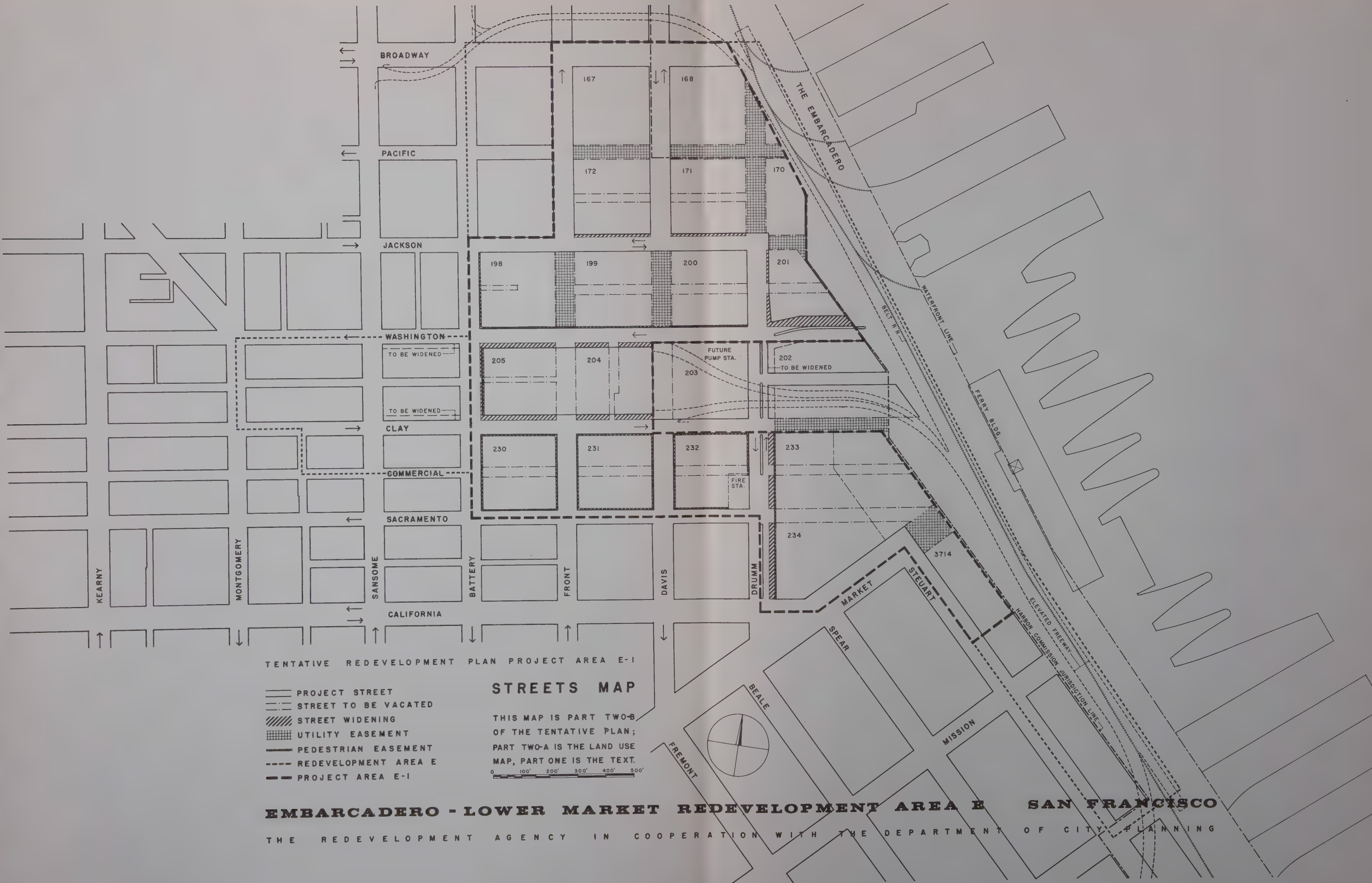
0 100' 200' 300' 400' 500'

EMBARCADERO - LOWER MARKET REDEVELOPMENT AREA E SAN FRANCISCO

THE REDEVELOPMENT AGENCY IN COOPERATION WITH THE DEPARTMENT OF CITY PLANNING







TENTATIVE REDEVELOPMENT PLAN PROJECT AREA E-I

**STREETS MAP**

- PROJECT STREET
- - - STREET TO BE VACATED
- /// STREET WIDENING
- ||||| UTILITY EASEMENT
- PEDESTRIAN EASEMENT
- - - REDEVELOPMENT AREA E
- - - PROJECT AREA E-I

THIS MAP IS PART TWO-B  
OF THE TENTATIVE PLAN;  
PART TWO-A IS THE LAND USE  
MAP, PART ONE IS THE TEXT.

0 100' 200' 300' 400' 500'

**EMBARCADERO - LOWER MARKET REDEVELOPMENT AREA E SAN FRANCISCO**

THE REDEVELOPMENT AGENCY IN COOPERATION WITH THE DEPARTMENT OF CITY PLANNING



PRELIMINARY REDEVELOPMENT PLAN  
PROJECT AREA E-1  
REDEVELOPMENT AREA E







## REDEVELOPMENT AREA E

# PRELIMINARY REDEVELOPMENT PLAN PROJECT AREA E-1

THIS MAP IS PART ONE OF  
THE PRELIMINARY PLAN;  
PART TWO CONSISTS OF TEXT.

BY RESOLUTION NUMBER 4864 OF  
THE CITY PLANNING COMMISSION  
AT A MEETING HELD ON APRIL 10,  
1958, THE PROJECT AREA SHOWN  
WAS SELECTED AND THE PRELIMINARY  
PLAN WAS FORMULATED.

RECOMMENDED  
*James R. McQuinn*  
ACTING DIRECTOR OF PLANNING

APPROVED  
*R. B. Lapham*  
PRESIDENT

CERTIFIED  
*Thomas J. Miller*  
VICE PRESIDENT  
SECRETARY

-  RESIDENTIAL
-  PUBLIC PARKING
-  COMMERCIAL
-  PARK
-  REDEVELOPMENT AREA E BOUNDARY
-  PROJECT AREA E-1 BOUNDARY
-  ONE WAY STREET



## PART TWO

### PRELIMINARY REDEVELOPMENT PLAN PROJECT AREA E-1 REDEVELOPMENT AREA E

This text (Part Two) and the map entitled "Preliminary Redevelopment Plan, Project Area E-1, Redevelopment Area E" (Part One) comply with the provisions of Sections 33500 and 33501 of the Community Redevelopment Law, a part of the Health and Safety Code of the State of California, concerning the project area boundaries and the preliminary plan.

#### 1. Boundaries of the project area

The boundaries of the project area are described on the map and are more particularly described as follows, including all that land lying and being in the City and County of San Francisco:

Beginning at the point of intersection of the centerline of Broadway with the centerline of Front Street and running thence easterly along the centerline of Broadway and the centerline of Broadway extended a distance of six hundred and eighteen feet more or less; thence deflecting  $60^{\circ}44'15''$  to the right and running seven hundred and sixty feet more or less to a point on the centerline of Jackson Street extended; thence deflecting  $2^{\circ}34'15''$  to the right to a point on the northerly line of Washington Street extended; thence westerly along the northerly line of Washington Street extended and the northerly line of Washington Street to the westerly line of Davis Street; thence southerly along the westerly line of Davis Street to the southerly line of Clay Street; thence easterly along the southerly line of Clay Street and the southerly line of Clay Street extended to a point on the westerly line of the Embarcadero Freeway; thence southeasterly along the westerly line of the Embarcadero Freeway to the point of intersection with a line parallel with and one hundred and eighty-three feet four inches at a right angle northwesterly from the northwesterly line of Mission Street; thence southwesterly



along the last mentioned line to the point of intersection with the centerline of Steuart Street; thence at a right angle northwesterly along the centerline of Steuart Street to a point on the centerline of Market Street; thence southwesterly along the centerline of Market Street to its point of intersection with the centerline of California Street extended; thence westerly along the centerline of California Street extended and the centerline of California Street to the centerline of Drumm Street; thence northerly along the centerline of Drumm Street to the centerline of Sacramento Street; thence westerly along the centerline of Sacramento Street to the centerline of Battery Street; thence northerly along the centerline of Battery Street to the centerline of Jackson Street; thence easterly along the centerline of Jackson Street to the centerline of Front Street; thence northerly along the centerline of Front Street to the centerline of Broadway and the point of the beginning:

Including all of Assessor's Blocks 167, 168, 169, 170, 171, 172, 198, 199, 200, 201, 204, 205, 230, 231, 232, 233, 234 and a portion of Assessor's Block 3714 as shown on the Assessor's Map of the City and County of San Francisco.

## 2. General statement

The map is a general representation of the proposed redevelopment, and is further explained as follows:

### Land uses

The land uses shown on the map and proposed as a basis for redevelopment are:

- 1) Residential. The residential land uses include high-rise apartments, parking areas and a retail and service area to serve the residents.
- 2) Public parking. The public garage, extending two blocks west from the point where the freeway ramps connect with





Washington and Clay Streets at Davis Street, will accommodate approximately 1300 cars.

- 3) Commercial. The commercial uses consist of office buildings, both high- and low-rise, and tenant parking.
- 4) Park. The park use includes the portion of the Ferry Building Park at the foot of Market Street north to Clay Street on the land side of the Embarcadero Freeway.

The land uses shown on the map approximate the following number of net acres:

Residential	18.9 acres
Public parking	3.2
Commercial	9.2
Park	5.3

#### Layout of principal streets

The layout of principal streets is shown on the map. Washington and Clay Streets, one-way streets widened to three lanes, will connect with projected freeway ramps at Davis Street. Drumm Street is a two-way street and Washington Street is a two-way street between Drumm Street and The Embarcadero.

#### Population densities

In the residential area, approximately 2000 dwelling units are proposed for an estimated population of 3000 to 4200, with an approximate range of 160 to 220 persons per net acre. The working population in the commercial area is estimated at 10,000 persons.

#### Building intensities

The high-rise apartment buildings will cover approximately 14 per cent of the total area designated for residential use above the second story level. Some will be situated on two-story terraces over tenant parking garages.



Office buildings, 6 to 22 stories in height above two-story high terraces, will cover a maximum of 33 percent of the total commercial area. At the ground level coverage will be 100 percent. The space below the terraces is occupied by building services and parking.

The two-block parking garage will cover 100 per cent of its site.

#### Standards

Standards for the proposed redevelopment include: one off-street parking space for each residential dwelling unit; off-street truck loading space for each office building; and spacing of apartment and office buildings so as to provide maximum light and view.

#### 3. Attainment of the purposes of the law

The proposed redevelopment would attain the purposes of the California Community Redevelopment Law for the following reasons:

a) The project area is a part of Redevelopment Area E, found and determined to be a blighted area by the Board of Supervisors of the City and County of San Francisco in Resolution No. 15288 (series of 1939) adopted February 21, 1955, and approved by the Mayor on March 2, 1955, following Resolution No. 275 adopted by the Redevelopment Agency of the City and County of San Francisco on January 7, 1955, recommending the designation of this area, based upon the findings of the Department of City Planning prepared in compliance with Resolution No. 14803 of the Board of Supervisors, approved September 30, 1954.

b) The proposed redevelopment would eliminate blighted conditions now existing in the area described at length in the report entitled "A report recommending designation of two redevelopment areas under provisions of the California Community Redevelopment Act," a staff report to the City Planning Commission, dated December 14, 1954. Redevelopment would eliminate the produce market, the major portion of which is in the project area, which is not properly





designed or constructed for a produce market, is old and out-of-date, contributes to traffic congestion on neighboring streets, and is characterized by crowding, inadequate sanitation, tax receipts inadequate for cost of public services rendered, and lack of proper utilization of property situated close to the highest property values in the city. In the portion of the project area beyond the produce market, redevelopment would eliminate the truck traffic for which the narrow streets are inadequate; replace obsolescent loft, warehouse and office space of defective design and physical construction with modern structures; assemble sites large enough for the proposed uses in place of the present lots of inadequate size for proper usefulness and development; and eliminate economic dislocation, deterioration, and disuse.

c) The proposed redevelopment would remove the blight in and around the produce market and replace it with a suitable gateway to the city. The parking garage, convenient to the financial district, will serve those arriving from the south via the Embarcadero Freeway. The Ferry Building Park will improve the appearance and usefulness of the area at the foot of Market Street. New office buildings will provide for a substantial addition to the city's economic base. The new apartments will provide living accommodations close to the financial district. The full utilization of the area will bring about an increased tax yield to the city.

#### 4. Conformity with the master plan

The proposed redevelopment conforms to the City-Wide Land Use Plan, a part of the Master Plan, as amended by the City Planning Commission on April 10, 1958.





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